



Governor's Office of Homeland Security

"A Strategy for Tennessee"



Prevent

Protect

Respond



STATE OF TENNESSEE

PHIL BREDESEN
GOVERNOR

My Fellow Tennesseans:

The safety of all Tennesseans is without a doubt one of the most important responsibilities of state government. As a state we must be aggressive in our efforts to go beyond simply preparing for any tragedy that may strike our state or nation. We must coordinate all emergency services and investigative agencies to work for the common goal of terrorism prevention. I am committed to the highest level of protection for our state. To coordinate these efforts, I have established an Office of Homeland Security with the Director serving as a member of my cabinet.

The following strategy outlines the steps to achieve this goal: Coordination, Communication, and Management.

The cornerstone is coordination. It is essential that we work together to share information and pursue common goals. We must have interoperable equipment and coordinated multi-jurisdictional, mutually supporting capabilities. A terrorist act at the local level affects the rest of the state just as the attacks in New York City and Washington D.C. affected our country. State, local, and federal agencies must work together to ensure this does not happen.

The best way to coordinate is to have the most effective communication system possible. Communication is essential to the prevention of and response to acts of terrorism. The Homeland Security Office, in partnership with local jurisdictions, has established a field office in each of Tennessee's three grand divisions, to enhance coordination and communications among federal, state and local agencies across the state. The Department of Military, Tennessee Emergency Management Agency (TEMA) and Department of Safety are working with other state and local agencies to transition our disjointed communication systems into a state wide interoperable and redundant communication system.

Simultaneous with efforts to improve coordination and communications, the office is adopting management measures to ensure Tennessee maximizes all funds possible on the federal, state, and local levels. Special training, education and exercises programs will help ensure enhanced deterrence and reduce our vulnerabilities while increasing our preparedness to respond. These measures include testing, evaluating and integrating the most advanced technology and techniques available.

Security of all Tennesseans requires a comprehensive approach. This responsibility belongs to all levels of government as well as all citizens. The only way to prevent a terrorist attack is to have strong coordination and communication across the state and nation. Effectively managing this strategy will benefit us all. It is up to everyone to make sure Tennessee and America remain safe and strong.

Warmest regards,

A handwritten signature in black ink, reading "Phil Bredesen".

Phil Bredesen

PB/jee

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Purpose of the Governor's strategy

The Governor's initiative to develop and implement a State of Tennessee program to counter terrorism within the State is outlined in this document. The primary purpose of this initiative is to assist state agencies, local jurisdictions and the private sector in the development and coordination of a cohesive and encompassing strategy designed to best detect, prevent and protect our citizens from the threat of terrorism and to respond to terrorist acts. The threat of terrorism is likely to exist for the foreseeable future. Therefore, it is essential this strategy provide the vision and flexibility to counter threats to the State Tennessee. The program marks a significant advance in the State of Tennessee's commitment to combating the threat of terrorism against our citizens and its resources. The program's foundation is based on teamwork. We must cooperate and work together as a team. For the plan to be successful, it must capitalize and maximize all resources of state, federal and local governments.

Guiding Principles

- There is no higher priority of government than ensuring the safety and protection of our citizens, critical infrastructure/resources and maintaining our American standard of life.
- Combating terrorism demands unity of effort and teamwork among jurisdictions, organizations and agencies across the state.
- Focus of efforts is at the local jurisdictions where our citizens live and work. We will empower the security efforts of state and local officials by leveraging existing emergency preparedness and response programs to meet known and emerging threats.
- Resources will be aggressively pursued to assist local governments in the development of training programs and addressing deficiencies that support our collective efforts in countering terrorism.
- Citizen participation in state, local and private prevention, protection and response efforts is encouraged through volunteer service activities, training, preparedness and education awareness.
- Local jurisdictions, state government and the private sector will develop programs, procedures and agreements that provide for mutual support, cooperation and enhance prevention, detection, protection and response efforts throughout the State of Tennessee.
- Interoperable and reliable communications architecture will be established statewide.

- Standardization of security and response equipment, Incident Command Control and training certification will be for both prevention of terrorism by law enforcement and emergency response by all responders.
- The foundation of our program efforts will emphasize detection, prevention, protection and response to terrorism.

Governor's Homeland Security Program

The Governor's Office of Homeland Security and the Homeland Security Council were established on April 3, 2003. The Governor's Office of Homeland Security is designated as having primary responsibility and authority for coordinating and directing the state's homeland security activities. The functions include, but are not limited to, planning, coordination and implementation of all homeland security prevention, detection, and protection terrorism response operations. The Governor's Office of Homeland Security has responsibility to coordinate with agencies in the state and with the related U. S. Department of Homeland Security in Washington, D. C. The Director is a Cabinet member and is additionally tasked to keep the Governor advised on a regular basis of the direction, progress and status of the state's counter terrorism strategy.

The Governor's Office of Homeland Security chairs the Homeland Security Council. The policy on apportioning of funding is coordinated through the Homeland Security Council, an organization composed of the leadership from key departments, agencies and selected local jurisdiction leaders responsible for a coordinated homeland security effort. As a unified body, the Homeland Security Council ensures the Governor's vision and guiding principles are maintained and implemented through their oversight of the State's counter terrorism strategy.

This strategy will necessarily be dynamic. It will be adjusted and adapted as Tennessee's and the Nation's program advances. From this strategy, functional plans and detailed support plans will be made. Taskings to individual state government departments and agencies for implementation of this strategy are contained in this document. Additional and future implementation requirements will be disseminated via the Governor's office.

The Threat

An analysis of known terrorist groups who pose a potential threat to either the private sector, local, state or federal facilities within Tennessee is constantly being compiled and updated from the joint resources of the Department of Safety, Governor's Office of Homeland Security, Tennessee Bureau of Investigation (TBI), Federal Bureau of Investigation (FBI), Department of Military, Department of Health, Department of Agriculture and other federal and local law enforcement agencies.

Several groups identified by the federal government as terrorist organizations are operating in the United States. One such group, Al-Qaida, is a known fundamentalist,

extremist group that possesses the funding and organizational capability of conducting complex terrorist acts across the world. This group's attacks on September 11, 2001 demonstrated the scope of their capability and determination. Over the past two years, their ability to operate within the United States has been significantly curtailed by aggressive action domestically and overseas. However, it is the belief of many intelligence and law enforcement agencies that numerous cells are still functioning throughout the world. Known cells have been located in Mexico, Canada and within the borders of the United States.

The threat to Tennessee is likely to come in several forms, including chemical, biological, nuclear, radiological and high explosive weapons. Additionally, cyber attacks, agriculture attacks, conventional weapons attacks or suicide bombings are possible. State, federal and local authorities have been conducting assessments of our critical infrastructure throughout the state. These assessments clearly indicate there are numerous private sector, local, state and federal facilities that could be currently or in the future targeted by terrorist organizations.

Detect, Deter and Protect Citizens from Terrorism

We cannot sit back and be complacent. We must not solely prepare for terrorists to attack. We must be proactively engaged to detect and deter possible attacks in order to reduce our vulnerabilities.

The strategy to detect and deter terrorism and to protect our citizens within Tennessee is based on enhancing and leveraging all of the organizations that are currently supporting the state's counter terrorism effort into a concerted team effort. The centerpiece of the strategy is a renewed and focused effort at bringing local government, industry, private sector, citizens and agencies into the counter terrorism prevention arena.

The first step in bringing local government, law enforcement and emergency responders into bridging gaps which exist with information flow, law enforcement and mutual aid support has been the creation of three Regional Homeland Security Offices. The offices are located in East, Middle and West Tennessee. The three regional offices will support local officials in planning, training, exercises, operations and efficient use of grant funding, as well as improving information flow to and from local authorities and State Government. The State has additionally been subdivided into eleven Homeland Security Districts that will work together to provide coordinated multi-county response to chemical, biological, radiological, nuclear and explosive threats to each county in the district. The District Councils will additionally be responsible for recommending and coordinating the emplacement of funded support equipment and locations of response assets and organizations. The regional officers will provide an immediate point of contact to local government and state agencies to assist in Homeland Security issues.

The Governor's Office of Homeland Security in conjunction with the Departments of Safety, Military/Tennessee Emergency Management Agency (TEMA), Agriculture, Transportation, and Environment and Conservation will support ongoing efforts to assess

the state's critical infrastructure. The assessments will focus on threats from chemical, biological, radiological, nuclear, and explosive (CBRNE) attacks and will use a designed threat based model to help ensure vulnerabilities are reviewed on an objective basis. These critical infrastructure assessments will periodically be conducted at various levels. The assessments may be federal, state or jurisdictionally driven, but will be coordinated through the Governor's Office of Homeland Security. The results of these future assessments will be used to develop and enhance the capability and capacity of government entities, at all levels, to deter, prevent, protect, respond and to recover from potential threats or acts of terrorism.

To begin the process of making our local law enforcement and other disciplines counter terrorism experts, we will assemble and train a multi-jurisdictional team from across the state. The purpose of the team will be to conduct independent and unbiased reviews of potential target sites throughout the State. The Governor's Office of Homeland Security, as the lead, in conjunction with the Department of Safety, Department of Military, the State's Association of Chiefs of Police, Sheriffs Association, Tennessee Fire Chiefs Association, Emergency Management Agencies and other organizations will create teams of qualified candidates to form the cadre for the state's counter terrorism law enforcement support element.

There are three FBI Joint Terrorism Task Forces and three U. S. Attorney General Anti-Terrorism Advisory Councils operating within the State of Tennessee. These organizations are designed to foster teamwork and the sharing of information between the various agencies supporting the Task Forces. The Governor's Office of Homeland Security, TBI, Department of Safety and local law enforcement has membership on each of these regional groups. The Tennessee counter terrorism strategy relies heavily on the mutual cooperation and unity of effort provided among these organizations and our state and local jurisdictions.

To further enhance and leverage potential terrorism information provided by law enforcement agencies at the local level across the state, Tennessee is establishing an All-Source Regional Information Center. The Information Center will be sponsored by the Director, TBI. The purpose of the Center is to provide a 24-hour all-source information organization that receives, consolidates, analyzes and disseminates criminal and terrorist time sensitive information to the local jurisdictions. Based on predicted actions, state and federal law enforcement agencies will implement plans to disrupt those actions using proper authorities to investigate and arrest individuals that violate applicable state and federal laws/statutes.

The TBI and the Governor's Office of Homeland Security will routinely visit and communicate with counterpart law enforcement organizations of the eight states that share borders with Tennessee. This will enable the exchange of ideas and establish open lines of communication, as well as provide mutual support in the counter terrorism effort.

Due to the diversity of potential terrorism threats within the State and the danger these threats pose to Tennessee's critical infrastructure and citizens, specific state departments

and agencies have been identified as the state lead to counter these threats. The following departments are designated as state lead agency responsible for their area of expertise:

- The Governor's Office of Homeland Security will coordinate the comprehensive statewide homeland security effort. The office is the State's focal point for all counter terrorism efforts within the state. It will work with federal, state and local officials for prevention based initiatives within the state.
- The Department of Military/TEMA is the lead agency for the planning of preparedness, response, mitigation and recovery operations resulting from a terrorist attack within the state.
- The Tennessee Department of Safety is the lead agency for terrorism prevention and protection of physical infrastructure and citizens.
- The Tennessee Office for Information Resources is the lead agency for our state's cyber security.
- The Tennessee Department of Agriculture is lead organization for coordinating protection of the state's agricultural infrastructure and food supply. This includes development of agriculture training, education and reporting programs and development of statewide laboratory diagnostic capabilities.
- The Tennessee Department of Environment and Conservation is lead agency for advising communities and law enforcement agencies on the protection of the State's water and hazardous waste management.
- The Tennessee Department of Education is the lead agency in the establishment of a K-12 school terrorism awareness program.
- The Tennessee Department of Health is the lead agency for coordinating protection of health of the state's citizens.
- The TBI is the lead agency in the development and management of an all-source Regional Information Center for the collection and dissemination of law enforcement information.
- The Tennessee Department of Transportation will support the Department of Safety in counter terrorism prevention operations and the Department of Military/TEMA and Department of Agriculture in terrorism response operations with all available internal assets.
- The Tennessee Department of Commerce and Insurance is responsible for the development of a multi-disciplined, multi-functional state special operations/ and enhanced responder training counter terrorism facility.

Response to Terrorist Actions

In the event a terrorist attack does occur within the State, all agencies of state government will be alerted to preserve life and mitigate any further damage caused by the event. The Department of Military/TEMA is the lead agency for response and recovery operations resulting from a terrorist attack. The Tennessee Emergency Management Plan (TEMP) is the source document for response and recovery guidance in performing this function. To assist TEMA in their efforts, the Governor's Office of Homeland Security will work with federal, state, and local agencies and the private sector to train, exercise and standardize incident and unified command procedures. The Director, TEMA, is the individual primarily responsible for coordinating the State's response and recovery efforts for all departments and agencies at the state level in the event of a terrorist attack and the on-going recovery efforts in the aftermath of an attack within the State.

In addition to preserving life, all state agencies will focus efforts in the following areas:

- Ensure the rapid restoration of critical public information systems.
- Coordinate efforts with federal, state and volunteer agencies to provide medical, financial and other assistance to victims of terrorist attacks.
- Coordinate the decontamination and removal of biological, chemical, radiological, nuclear, explosive or other hazardous materials resulting from a terrorist attack.

In preparation for responding to a potential terrorist attack, the Governor's Office of Homeland Security, key members of the Homeland Security Council and the State's 95 counties conducted a homeland security needs assessments in conjunction with the U. S. Department of Homeland Security. The purpose of these assessments is to accurately determine critical deficiencies in response equipment, training, local community mutual support capabilities and biological vulnerabilities to agriculture. Local officials, agencies and the State will use the assessments to determine a clearer picture of our ability to respond to either a terrorist event or natural emergency. Based on the assessment results, a resource plan is being developed to best address the State's strategy of providing key counter terrorism/emergency resources throughout the state.

In conjunction with the assessment program, the State strategy to respond to any of the elements of a CBRNE attack is based on mutual support between and within the designated 11 Homeland Security Districts in the State. The strategy will focus on assessing, then equipping and training personnel/designated organizations in each district to increase their capabilities to respond to acts of terrorism. Based on this assessment, the Homeland Security Council will use future grant funding to overcome equipment, training and technical deficiencies within the districts.

The State CBRNE attack response strategy is dependent on the utilization of the State's 45th Civil Support Team (CST). This federally funded state asset provides state of the art technology and support equipment to assist civil authorities to respond to a CBRN incident site. We intend to use the CST as a model to develop our district capabilities.

In the event of a CBRN incident, the 45th CST, local and district teams will form the nucleus of the primary and secondary responder effort.

An approach similar to the State's detect, deter and protect strategy for establishing counter terrorism information sharing with contiguous states will be incorporated into potential response operations. Many of Tennessee's cities and counties are geographically located so that they could receive a more rapid response during or after an attack from assets located in another state. When time is critical during a terrorist attack, state boundary lines should not hinder response actions. Tennessee will maintain comprehensive mutual aid agreements with its contiguous states and will develop close homeland security working relationships. These agreements must be exercised so potential incident and unified commanders and responders have a clear understanding of mutual aid responsibilities.

State Communications

Tennessee is committed to improve our communications capability. The State must possess the ability to rapidly and accurately communicate information along the entire communications spectrum from the local jurisdictional government to federal agencies located throughout the United States. Our communications strategy's aim is to build a communications architecture that enables law enforcement agencies, first responders and State government the unimpeded ability to pass and receive critical information in a timely manner. The implementation plan will include a long range plan to include an array of communications systems that will support alert and notification systems, warning and reporting systems, web-based information and digital and non-digital radio systems/networks. TEMA, in conjunction with the Department of Safety has been designated as the lead agency for implementation of our communications strategy. These departments will be resourced and authorized the authorities to coordinate with key departments and agencies to develop a communications architecture that possesses the capabilities to meet homeland security requirements.

In times of crisis, the Governor's State Emergency Operations Center (SEOC) plays a critical role in the total information analysis, approval and execution process. The SEOC will play a multi-functional role as the State's command and control center. In the event of a terrorist incident, natural disaster or any other cause for the Governor and his key staff to relocate to an alternate command facility, it is imperative the SEOC possesses state of the art communications capabilities. The SEOC, supported by key agencies of state and federal government, is designed to assess, plan, coordinate and disseminate/receive critical and potentially life saving information in response to either an attack or natural disaster. The SEOC will be prepared 24-hours a day to receive and help disseminate warning orders from either federal agencies or from the Tennessee Regional Information Center on known or predictive threats to the citizens of the state. During crises, the SEOC is the main communications hub for inter-agency information sharing, both vertically and horizontally. The Department of Military/TEMA, Director, in coordination with the Department of Safety is responsible for assessing requirements and desired capabilities for design upgrades of the SEOC.

The State must possess and maintain a redundant communication capability and facility in the event the Governor's SEOC becomes non-functional or continuity of government operations is mandated due to attack or natural disaster. The Department of Military/TEMA supported by the Governor's Office of Homeland Security and other appropriate state agencies will be responsible for establishing a location for an alternate SEOC and support for representatives to ensure continuity of state government in a short duration emergency situation.

Training, Exercises and Education

The Governor's Office of Homeland Security has on staff the State's Counter Terrorism Training, Exercise and Continuing Education Coordinator. The coordinator is responsible for developing a three to five year synchronized, comprehensive training plan that involves local, state and federal entities. The Governor's Office of Homeland Security will chair a working group consisting of representatives from key state departments and agencies, Emergency Management/Homeland Security Regional offices, Homeland Security Districts and private sector representatives. This group will guide the planning process and leverage all exercise opportunities within the state, ensuring coordinated and fiscally sound focus is maintained. Exercises are critical to the State's strategy in order to measure readiness as well as the effectiveness and realism of our training. Exercises provide feedback on the viability of existing state and local counter terrorism prevention or response plans. Our aim is to maximize and exploit the value of training and exercises within the constraints of local resources.

Education is the key to informing and training individuals who detect and prevent terrorist acts as well as for emergency managers, health care professionals, teachers, students and citizen volunteers. The State is committed to the development of a comprehensive education program for CBRNE response, terrorism awareness and prevention for each of these groups. As appropriate, some of these groups will undergo a homeland security certification program. The State is committed to standardization of training requirements and universal certification of critical skills.

The training, education and exercise plan will recognize that this program must be interactive and take progressive steps forward during the educational life cycle of individuals and organizations. Our strategy embraces standardization of terminology and counter terrorism instruction at the State's police/fire academies and institutions of higher learning. As students advance in both experience and responsibility, courses will be designed to provide counterterrorism awareness to those in supervisory positions. Finally, courses of instruction will be designed for those at the senior levels of government and law enforcement. Several institutes of higher learning across the state will assist in developing plans to meet the full spectrum of these requirements.

Technology

The State of Tennessee possesses extensive scientific and technical resources state wide in the many universities, businesses and the Oak Ridge National Laboratory. The State will leverage these resources to test, evaluate and deploy new and emerging technology in the war on terrorism. The vision is to create a receptive environment for the U. S. Department of Homeland Security and private vendors to test and demonstrate homeland security technology throughout the state. The U. S. Department of Energy, Oak Ridge National Laboratory and the National Nuclear Security Administration have provided liaison officers to the Governor's Office of Homeland Security to facilitate this effort.

Funding

The terrorist attacks conducted upon our nation, coupled with the threat of future terrorist attacks, have forced the State of Tennessee to allocate significant funding that was not previously forecasted. This allocation of resources is and continues to be, necessary to protect all Tennesseans and our critical infrastructure. The federal government has acknowledged the financial burden the Homeland Security mission imposes on the states and has attempted to offset some of the burden through federal funding. This federal funding comes to Tennessee in the form of grants. These grants are apportioned for specific purposes and distribution determined by federal requirements and the Tennessee Homeland Security Council. The Department of Military will normally administer the funds as directed by the Homeland Security Council and periodically provide progress reports. The intent of this distribution is to provide the maximum amount of funding to local jurisdictions through a district capabilities based program.

It is critical that all funding is used wisely. We must ensure that the State of Tennessee achieves the maximum return on initiatives that support our efforts to enhance prevention, detection, protection and response investments. It is imperative that the Governor's Homeland Security Council make a concerted effort to identify and aggressively acquire any federal grants that may have Homeland Security applications. The state must also ensure that local leaders are made aware of additional grants that may be applied for directly by local jurisdictions.

Goals and Objectives

The following goals and objectives have been established to support the state's homeland security strategy;

Goal: Aggressively detect, prevent, and deter any terrorist activity within the State.

Objectives:

- Develop an interoperable and reliable communications architecture statewide.

- Develop a state law enforcement capability that consolidates and analyzes the flow of terrorism information for the purpose of predicting and preventing acts of terrorism.
- Develop citizen participation programs for state, local and the private sector through volunteer service activities and educational awareness.

Goal: Efficiently and rapidly respond to an act of terrorism and minimize loss of life and property within the state.

Objectives:

- Develop mutual aid procedures and agreements within the State's various jurisdictions and contiguous states.
- Develop standardized security/response equipment and Incident Command procedures.
- Organize state jurisdictions to leverage existing and future funding resources.

Goal: Quickly recover and mitigate further damage from acts of terrorism within the State.

Objectives:

- Focus and exercise state agencies on their individual responsibilities for the rapid restoration of critical public and private infrastructure.
- Enhance and modernize the capabilities of the State Emergency Operations Center.
- Mandate certification and accreditation requirements for state first responders.

Goal: Exploit and leverage technology that counters potential acts of terrorism within the state.

Objectives:

- Develop initiatives to seek out and exploit cutting-edge homeland security technology.
- Develop and provide a receptive environment to leverage universities, laboratories and the private sector to enable the State of Tennessee to become a leading test-bed for new technologies.
- Invest in technology that enhances our detection, deter, prevention, protection and response capabilities.

Goal: Enhance training, citizen support and the educational system within the State to buttress and sustain the State's counter terrorism capability.

Objectives:

- Develop and implement an educational plan that supports counter terrorism instruction/training requirements from entry level through executive level personnel.
- Develop and implement a three year exercise plan in order to train, test and evaluate the ability of districts and jurisdictions to prepare, respond and prevent acts of terrorism within the State.

Implementation of the State's counter terrorism strategy and achievement of its goals and objectives will be monitored by the Governor's Homeland Security Council. The Governor will be briefed on the direction and progress of achieving the strategy's objectives on a regular basis.